

Message Text

SECRET

PAGE 01 JIDDA 00657 01 OF 02 251157Z
ACTION NEA-10

INFO OCT-01 AF-08 EUR-12 ISO-00 MCT-01 SY-05 USSS-00 A-01
PM-04 NSC-05 SP-02 SS-15 L-03 CIAE-00 INR-07 NSAE-00
DODE-00 /074 W
-----251238Z 035879 /11

R 251038Z JAN 77
FM AMEMBASSY JIDDA
TO SECSTATE WASHDC 7013
INFO AMEMBASSY ABU DHABI
AMEMBASSY ALGIERS
AMEMBASSY AMMAN
AMEMBASSY ATHENS
USINT BAGHDAD
AMEMBASSY BEIRUT
AMEMBASSY CAIRO
AMEMBASSY DAMASCUS
AMCONSUL DHAHRAN
AMEMBASSY DOHA
AMEMBASSY KHARTOUM
AMEMBASSY KUWAIT
AMEMBASSY MANAMA
AMEMBASSY MUSCAT
AMEMBASSY NICOSIA
AMEMBASSY RABAT
AMEMBASSY SANA
AMEMBASSY TEHRAN
AMEMBASSY TEL AVIV
AMEMBASSY TRIPOLI
AMEMBASSY TUNIS

S E C R E T SECTION 1 OF 2 JIDDA 0657

E.O. 11652: GDS
TAGS: PINS, SA, US, XF
SUBJECT: TERRORISM, THE FOREIGN SERVICE, AND A NEW ADMINISTRATION

SECRET

SECRET

PAGE 02 JIDDA 00657 01 OF 02 251157Z

REF (A) 76 JIDDA 4320, (B) JIDDA 0308

1. SUMMARY: ONE OF THE MOST URGENT PIECES OF BUSINESS FACING
THE NEW ADMINISTRATION OUGHT TO BE HOW TO DEAL WITH TER-
RORISM. SEVERAL FACTORS COMBINE TO CREATE AN ATOMSPHERE
FOR NEW OUTBREAKS OF TERRORISM; AMONG THE SUBSTANTIAL
LOSSES TO PALESTINIAN PRESTIGE IN LEBANON AND FRESH MOVES

TOWARD PEACE THAT ARE OPPOSED BY EXTREMISTS. THE USG RECORD HAS BEEN STRONG ON CONDEMNING TERRORISM BUT STARKLY WEAK ON FOLLOWING THROUGH TO SEE THAT TERRORISTS WHO HAVE KILLED US OFFICIALS ARE PUNISHED. OUR POLICY NEEDS A THOROUGH REASSESSMENT AND TIGHTENING. END SUMMARY.

2. HOW SHOULD THE USG AND THE DEPARTMENT OF STATE CONTINUE TO DEAL WITH TERRORISM? HAS THE RECORD OF OUR POLICY TOWARDS TERRORISM UP TO NOW BROUGHT TO THE PROBLEM A SATISFACTORY COMBINATION OF DETERRENCE AND PUNISHMENT? HOW SHOULD WE CONTINUE TO RESPOND TO CASH OR POLITICAL RANSOM DEMANDS OF TERRORISTS WHO KIDNAP OR THREATEN AMERICAN OFFICIALS ABROAD? THESE QUESTIONS OUGHT TO COMMAND THE EARLY ATTENTION OF THE HIGHEST LEVEL OF THE DEPARTMENT'S NEW STEWARDS, ESPECIALLY IN VIEW OF OUR STANDING POLICY THAT UNDER NO CIRCUMSTANCES WILL THE USG ACCEDE TO TERRORISTS DEMANDS.

3. THIS TELEGRAM IS NOT A RECOMMENDATION THAT WE ABOLISH THAT POLICY. THAT RECOMMENDATION WILL BE CONTAINED IN ANOTHER MESSAGE. RATHER IT ARGUES FOR A REASSESSMENT OF THE POLICY.

4. SINCE INTERNATIONAL TERRORISM BECAME A REALITY IN THE LATE 1960'S SEVERAL DOZEN AMERICANS BOTH OFFICIAL AND NON-OFFICIAL HAVE BEEN MURDERED OR KIDNAPPED. NOW, IN EARLY 1977, THERE ARE SEVERAL FACTORS THAT LEAD TO CREATE A CLIMATE FOR NEW, DRAMATIC ACTS OF TERRORISM. THEY INCLUDE:

SECRET

SECRET

PAGE 03 JIDDA 00657 01 OF 02 251157Z

A. A DESIRE BY TERRORISTS GROUPS SIMPLY TO TEST THE METTLE OF THE NEW ADMINISTRATION IN THE WHITE HOUSE AND THE DEPARTMENT OF STATE.

B. THE DETERMINATION OF THE MODERATE ARAB STATES--LED BY SAUDI ARABIA--TO PUSH FOR A FINAL MIDDLE EAST SETTLEMENT DESPITE THE OBJECTIONS OF THE REJECTIONIST PALESTINIANS AND THEIR SUPPORTERS.

C. THE LOSSES SUFFERED BY THE PALESTINIANS IN LEBANON, NOT LEAST TO THEIR PRESTIGE, WHICH THEY MAY THINK THEY CAN RECOUP THROUGH A SPECTACULAR TERRORIST ACT.

D. THE RECENT ARREST AND SUBSEQUENT QUICK RELEASE OF ABU DAUD IN PARIS--AND THE PUBLIC SUGGESTIONS THAT THE USG WAS SOMEHOW RESPONSIBLE FOR HIS ARREST.

E. THE SAUDI DECISION AT OPEC TO LIMIT THE OIL PRICE RISE TO FIVE PER CENT AND THE ALLEGATIONS, AGAIN, THAT

THE USG WAS RESPONSIBLE FOR THE DECISION.

F. WE HAVE RECEIVED SPECIFIC INDICATIONS OF THREATS
RECENTLY VIA OTHER CHANNELS.

SECRET

NNN

SECRET

PAGE 01 JIDDA 00657 02 OF 02 251222Z
ACTION NEA-10

INFO OCT-01 AF-08 EUR-12 ISO-00 SY-05 USSS-00 A-01 PM-04
NSC-05 SP-02 SS-15 L-03 CIAE-00 INR-07 NSAE-00 DODE-00
MCT-01 /074 W

-----251240Z 036169 /10

R 251038Z JAN 77

FM AMEMBASSY JIDDA

TO SECSTATE WASHDC 7014

INFO AMEMBASSY ABU DHABI

AMEMBASSY ALGIERS

AMEMBASSY AMMAN

AMEMBASSY ATHENS

USINT BAGHDAD

AMEMBASSY BEIRUT

AMEMBASSY CAIRO

AMEMBASSY DAMASCUS

AMCONSUL DHAHRAN

AMEMBASSY DOHA

AMEMBASSY KHARTOUM

AMEMBASSY KUWAIT

AMEMBASSY MANAMA

AMEMBASSY MUSCAT

AMEMBASSY NICOSIA

AMEMBASSY RABAT

AMEMBASSY SANA

AMEMBASSY TEHRAN

AMEMBASSY TEL AVIV

AMEMBASSY TRIPOLI

AMEMBASSY TUNIS

S E C R E T SECTION 2 OF 2 JIDDA 0657

5. OUR ANTI-TERRORISM POLICY AS SEEN FROM THE FIELD:
THE BEST AND MOST EFFECTIVE ASPECT OF OUR ANTI-TERRORISM
POLICY AS SEEN FROM THE FIELD HAS BEEN THE MEASURES TAKEN
BY A/SY TO IMPROVE PHYSICAL SECURITY. HARD-WORKING
SECRET

SECRET

PAGE 02 JIDDA 00657 02 OF 02 251222Z

EXPERT STATE DEPARTMENT SECURITY OFFICERS (OF THE SORT WE HAVE IN JIDDA) HAVE MARKEDLY INCREASED THE SAFETY AND PEACE OF MIND FOR EMBASSY PEOPLE AND THEIR DEPENDENTS FROM THE AMBASSADOR ON DOWN. THE SECURITY BUREAU'S RESOURCES, AT LEAST IN HIGH-RISK AREAS OF THE WORLD LIKE THE MIDDLE EAST, SHOULD NOT BE DIMISHED. THE ATTITUDES OF FOREIGN SERVICE PEOPLE IN THE FIELD ARE MORE CRITICAL, HOWEVER, WHEN THEY CONSIDER OTHER ASPECTS OF WHAT PASSES FOR AN ANTI-TERRORISM POLICY. WHAT DOES IT MEAN, FOR INSTANCE, WHEN THE USG SAYS THAT IT WILL UNDER NO CIRCUMSTANCES ACCEDE TO TERRORIST BLACKMAIL? THE MURDERS OF CLEO NOEL AND CURT MOORE IN KHARTOUM TELL US OUR GOVERNMENT WILL NOT BAIL US OUT (WHICH IS CORRECT), BUT NEITHER WILL IT DO VERY MUCH TO PURSUE AND PUNISH THE CRIMINALS. INSTEAD, EACH TERRORIST INCIDENT EVOKES CRIES OF PAIN AND OUTRAGE FROM THE ADMINISTRATION, WHICH MUST BE DELIGHTFUL TO THE EARS OF TERRORISTS. BUT THERE IS NOTHING IN OUR POLICY WHEREBY PUNISHMENT COULD BE AN ACTIVE DETERRENT TO TERRORISTS AND THE GOVERNMENTS THAT HARBOR THEM. KHARTOUM SUGGESTED THAT A GOVERNMENT COULD BE ACCESSORY TO THE MURDER OF AN AMERICAN AMBASSADOR AND FACE ONLY A LACK OF CONTACT WITH US AT THAT LEVEL FOR SOME MONTHS, AND A TEMPORARY DECLINE IN FOREIGN AID LEVELS. THE SAG ITSELF HAS NOTED OUR PERFORMANCE IN KHARTOUM AND THE GAP BETWEEN WHAT WE SAY AND WHAT WE DO. IN JUNE, 1976, AFTER WE MADE THE STRONG REPRESENTATIONS TO THE FOREIGN MINISTRY THAT THE KILLERS OF AMBASSADOR MELOY AND COUNSELOR WARING SHOULD BE PUNISHED, THE SAUDI MFA UNDER SECRETARY SAID THAT "SADLY BUT REALISTICALLY" HE DID NOT EXPECT ANYTHING MORE SERIOUS TO OCCUR TO THE KILLERS OF AMBASSADOR MELOY THAN TO THOSE OF AMBASSADOR NOEL. HE ADDED THAT PRESIDENT FORD'S RECENT RECEPTION OF PRESIDENT NIMEIRI SUGGESTED THAT THE USG WAS PREPARED TO ACCEPT A GAP BETWEEN ITS RHETORICAL POSITION ON TERRORISM AND WHAT IT DOES IN REAL LIFE.

6. A PRACTICAL ANTI-TERRORISTS POLICY: SOME PRACTICAL

SECRET

SECRET

PAGE 03 JIDDA 00657 02 OF 02 251222Z

SUGGESTIONS FOR A FURTHER CONSIDERATION OF OUR POLICY ON TERRORISM FOLLOW:

A. AS MENTIONED ABOVE, PHYSICAL SECURITY MEASURES SHOULD NOT BE DIMINISHED.

B. THE USG SHOULD REVIEW ITS POLICY OF NOT NEGOTIATING

TERRORIST RANSOM DEMANDS.

C. THE USG OUGHT TO SEE THAT RETRIBUTIVE ACTION--EITHER OFFICIALLY OR UNOFFICIALLY--IS TAKEN AGAINST TERRORISTS AFTER INCIDENTS INVOLVING AMERICANS. SUCH RETRIBUTIVE ACTION CAN TAKE VARIOUS FORMS (ALTHOUGH WE PROBABLY LACK THE WILL TO GO AFTER KNOWN MURDERERS OF AMERICANS AND KILL THEM). A FORWARD DEFENSIVE POLICY, HOWEVER, COULD ALSO INCLUDE ECONOMIC MEASURES AGAINST STATES (SUCH AS LIBYA) THAT ARE KNOWN TO HARBOR OR TO ASSIST TERRORISTS.

D. KEEP THE SERVICE INFORMED: ONCE THE MELOY/DAVIES/ NOEL KILLINGS DROPPED FROM THE HEADLINES, THEY SEEMED TO DROP FROM THE DEPARTMENT'S ATTENTION, TOO. AT LEAST THE FOREIGN SERVICE WORKER IN THE FIELD HEARD NO MORE FROM HEADQUARTERS ABOUT WHO WAS TO BLAME, AND WHAT WAS BEING DONE ABOUT IT. WHAT HAVE WE BEEN TOLD BY THE DEPARTMENT, FOR INSTANCE, ABOUT THE FATE OF THE KILLERS OF DAVIES, MELOY AND WARING? (WE ASSUME--FROM NEWS REPORTS--THAT THE KHARTOUM MURDERERS ARE STILL ENJOYING COMFORTABLE HOUSE ARREST IN EGYPT WHILE LOOKING FORWARD TO THE NEAR FUTURE WHEN THEY CAN TELL THEIR INSIDE STORY TO ARAB AND OTHER NEWSMEN.)

E. THE "NO-RANSOM" POLICY SHOULD NOT IN ANY CASE BE THE SUBJECT OF A PUBLIC STATEMENT BY ANY SENIOR USG OFFICIAL AT A TIME WHEN US OFFICIALS ARE BEING HELD HOSTAGE.

PORTER

SECRET

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: UNCONVENTIONAL WARFARE, THREATS
Control Number: n/a
Copy: SINGLE
Sent Date: 25-Jan-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977JIDDA00657
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770026-0821
Format: TEL
From: JIDDA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770121/aaaaasms.tel
Line Count: 251
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: a2779ed1-c288-dd11-92da-001cc4696bcc
Office: ACTION NEA
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: 76 JIDDA 4320, 77 JIDDA 308
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 12-Nov-2004 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3513629
Secure: OPEN
Status: NATIVE
Subject: TERRORISM, THE FOREIGN SERVICE, AND A NEW ADMINISTRATION SECRET SECRET
TAGS: PINS, SA, US, XF
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/a2779ed1-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009